EL CAMINO REAL DE TIERRA ADENTRO NATIONAL HISTORIC TRAIL

Draft
Comprehensive Management Plan/
Environmental Impact Statement



Prepared by Long Distance Trails Group — Santa Fe National Park Service

> New Mexico State Office Bureau of Land Management

> > August 2002

National Park Service Bureau of Land Management U.S. Department of the Interior

El Camino Real de Tierra Adentro NHT Draft Comprehensive Management Plan and

Environmental Impact Statement

Draft (X) Final ()

United States Department of the Interior, Bureau of Land Management (BLM) and National Park Service (NPS)

- 1. Type of Action: Administrative (X) Legislative ()
- 2. This draft Comprehensive Management Plan/Environmental Impact Statement (CMP/EIS) describes alternative visions for managing the National Historic Trail between El Paso, Texas and San Juan Pueblo, New Mexico. Three alternatives have been analyzed in detail: Alternative A (no action); Alternative B, with a focus on protection and off-site interpretation; and Alternative C (preferred alternative), emphasizing resource protection and coordinated programming and activities to enhance the visitor experience. The impacts expected from implementing each of the alternatives are discussed in Chapter 4.
- 3. Comments have been requested from the individuals, groups, and agencies shown on the distribution list in Chapter 5. Comments will be accepted for 90 days following the date that the Environmental Protection Agency publishes the Notice of Filing of this draft CMP/EIS in the Federal Register.
- 4. For further information please contact:

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EXECUTIVE SUMMARY

Added to the National Trails System in October 2000, El Camino Real de Tierra Adentro (Royal Road of the Interior) National Historic Trail (NHT) recognizes the primary route between the colonial Spanish capital of Mexico City and the Spanish provincial capitals at San Juan de Los Caballeros (1598-1600); San Gabriel (1600-1609); and then Santa Fe (1610-1821). The NHT, as designated, extends 404 miles from El Paso, Texas, to San Juan Pueblo, New Mexico. Bureau of Land Management (BLM) and National Park Service (NPS) are charged with joint planning and administration of the trail.

The draft El Camino Real de Tierra Adentro National Historic Trail Comprehensive Management Plan/Environmental Impact Statement (CMP/EIS) responds to the trail's congressional designation and the requirements of the National Trail System Act. This document evaluates strategies to address identified issues and to meet determined goals.

ISSUES

Initial scoping for the plan identified issues, which are summarized in the following questions:

- How will the historic, scenic, and natural resources of the trail be preserved?
- How do people's activities and uses affect the trail?
- How will trail management be integrated with tribal and other government agency and community plans?
- What opportunities are available to provide visitor services, education, and/or recreation?
- How do we incorporate international interest in the trail?

GOALS

Goals describing future conditions were developed for:

- A high-quality visitor experience
- Coordinated interpretation and education
- Effective administration
- Active resource protection

ALTERNATIVES

The Preferred Alternative

The Preferred Alternative would implement the provisions of the National Trail Systems Act and it would also reflect the public's vision for the administration and management of the trail.

Under this alternative, an ambitious program of resource protection and visitor use would be implemented. Trail administration and partners would work cooperatively to provide coordinated programming and activities that integrate themes, resources, and landscapes at certified sites on private land or protected sites on public land. Resources that best illustrate the trail's significance would be identified and protected on both public and private land (high-potential historic sites and segments). Certification priorities would be placed upon sites and segments supporting interpretive and educational programming and protecting significant resources. An auto-tour route would be established. A binational approach with Mexico would promote activities such as interpretation, events, and signage. The BLM's Mimbres, White Sands, and Taos Resource Management Plans would be amended to protect important scenic values.

Alternative A

This is the no-action alternative, which serves as the baseline for evaluating the changes and impacts of the other action alternatives. Under Alternative A, federal agencies would continue to manage their lands (through which the trail passes) based upon their existing management plans. There would be no overall administration or coordination of the NHT. Coordination of the activities of an NHT association, private landowners, and federal, state, and local agencies and resource protection would be limited to efforts of the International Heritage Center and others, subject to funding. Current visitor and recreational activities commemorating or interpreting the trail would continue.

Alternative B

Collaborative efforts by trail administration and partners would be directed toward the protection of trail resources (historical, cultural, and natural) on both private and public land. Active stewardship and certification priorities would protect threatened trail resources. A coordinated visitor experience along El Camino Real de Tierra Adentro NHT would be provided and

structured to promote public understanding and appreciation of NHT-related resources. Existing recreational opportunities that are not trail-related, but are provided by private landowners and various agencies and organizations, would continue. An auto-tour route would be established.

Actions common to All Alternatives:

Grandfathered and valid existing rights would be recognized on public lands. The International Heritage Center would serve as a focal point for interpretation and education.

Joint NPS/BLM administration of the trail would occur, involving budget, staffing, trail marking standards, and encouragement of volunteers, partnerships, and an advisory council. International relations would be established with Mexico to exchange trail information and research, to foster trail preservation, to foster educational programs, and to cooperate in the potential bi-national designation of El Camino Real de Tierra Adentro International Historic Trail. Cooperation with tribal organizations and entities would be encouraged.

COMPARISON OF ALTERNATIVES

Preferred Alternative	Alternative A	Alternative B	
CONCEPT			
Visitors would understand the trail's significance and appreciate its history and cultural heritage through participation in coordinated programming and activities that integrate themes, resources, and landscapes at certified or protected components.	Current management would be maintained. Interpretive and recreational opportunities, and access to physical resources related to the trail would be limited to those developed by the International Heritage Center and others.	Trail resources (historical, cultural, natural, and viewsheds) would be protected through on-going stewardship efforts. Visitors would have the opportunity to experience trail resources in an off-site setting.	
Resources that best illustrate the trail's significance would be identified and protected on both public and private land (high-potential historic sites and segments). Integrated interpretive and educational programming would be tied to on-the-ground trail resources. Information concerning trail-related interpretive/ educational programming and activities would be promoted and shared. Certification priorities would be placed upon sites and segments supporting interpretive/educational programming and protecting significant resources. A bi-national approach with Mexico would promote activities such as interpretation, events, and signage.	Management of federal lands would continue the present course of action. Certification of sites on non-federal lands would not occur. Sharing of interpretive and educational information would be limited to the International Heritage Center and others. There would be no directed strategy for preservation or visitor use/interpretation.	Trail resources (natural, cultural, historical, and viewsheds) would be identified and protected on federal land. Significant trail resources on private land would be protected through certification, and volunteer efforts at high potential sites and segments. Administration would be directed toward resource protection activities. Certification priorities would protect threatened trail resources.	
The mission of the National Historic Trail and the Camino Real International Heritage Center are closely linked. The Heritage Center would serve as a focal point for education interpretation, information, and marketing along with others along the trail. The National Historic Trail and the International Heritage Center would have a close working relationship that complements each other's mission		The mission of the National Historic Trail and the Camino Real International Heritage Center are closely linked. The Heritage Center would serve as a focal point for education interpretation, information, and marketing along with others along the trail. The National Historic Trail and the International Heritage Center would have a close working relationship that complements each other's mission.	
ADMINISTRATION			
1. Bureau of Land Management, Corps of Engineers, U.S. Fish and Wildlife Service and USDA Forest Service and certified site owners/managers would manage their lands along the trail corridor to protect trail resources, support visi- tor understanding, and provide a wide range of visitor use opportuni- ties.	1. Bureau of Land Management, Corps of Engineers, U.S. Fish and Wildlife Service and USDA Forest Service would manage their respec- tive publicly administered lands along the corridor based upon exist- ing management plans.	1. Bureau of Land Management, Corps of Engineers, U.S. Fish and Wildlife Service, USDA Forest Service and certified site owners/managers would manage their lands along the trail corridor to protect trail resources.	

COMPARISON OF ALTERNATIVES continued

Preferred Alternative	Alternative A	Alternative B		
ADMINISTRATION continued				
2. Formal and informal partnerships would be developed and cooperative agreements would be negotiated with federal, state, tribal, international, and local agencies, museums, schools/universities/colleges, non-governmental organizations, neighborhood groups, historical societies, trail organizations, civic business organizations, and others to support trail-related interpretive/educational programing, visitor information, and provide a range of activities along the trail. Non-federal sites and segments would be certified to provide a wide range of learning activities.		2. Formal and informal partnerships would be developed with federal, state, tribal, international, and local agencies, museums; schools/universities/colleges; non-governmental organizations; neighborhood groups; historical societies; trail organizations; civic business organizations; and others to protect trail-related resources and for the identification/protection of trail-related resources. Certification of non-federal sites and segments would take place to protect resources.		
3. A uniform system of signage would be provided for certified sites, segments, and federal protection components, and at developed interpretive/educational facilities.		3. A uniform system of signage would be provided for certified sites, segments, and federal protection components.		
	RESOURCE PROTECTION			
1. Archaeological and historic sites and visible trail route segments would be identified and protected. High potential historicsites & segments would be proactively managed by willing owners in partnership with trail administration. Protection on private lands would be voluntary and would be accomplished through a variety of means including but not limited to: certification, cooperative agreements, and acquisition or exchange by willing sellers where lands could be efficiently managed. A site steward program could provide for the active monitoring and patrolling of important sites and segments on BLM-administered lands and certified sites.	No special efforts would be made to identify archaeological and historic sites and visible trail route segments.	1. Archaeological and historic sites and visible trail route segments would be identified and protected. Protection on private lands would be accomplished through a variety of means including but not limited to: certification, cooperative agreements, and acquisition by willing sellers where lands could be efficiently managed. Provide for scheduled site monitoring of important sites on BLM-administered lands and certified sites by agency personnel.		
2. Research Needs: Interdisciplinary research program would be coordinated to support visitor use and interpretive/ educational programming and activities.	2. Research Needs: There would be no directed strategy for research related to the trail.	2. Research Needs: There would be no directed strategy for research related to the trail.		
3. Routes (areas) on BLM-administered lands where the physical integrity of high potential sites and segments and the surrounding visible landscape would be negatively	3. Use of off-highway vehicles (OHVs) on BLM-administered lands would continue under the present course of action.	3. Routes (areas) on BLM-administered lands where protected archaeological and historic sites and trail route segments would be negatively impacted would be closed to unauthorized vehicles.		

COMPARISON OF ALTERNATIVES continued

Preferred Alternative	Alternative A	Alternative B		
RESOURCE PROTECTION continued				
impacted would be closed to unauthorized vehicles.				
4. Those areas on BLM-administered lands that are visible within approximately 5 miles of high potential historic sites and segments and also in relatively undisturbed areas would be designated Visual Resource Management (VRM) Class II as shown in Maps 4A-C and 5. The area surrounding the International Heritage Center would remain VRM Class I & II.	4. Management of visual resources on BLM-administered lands would continue under the present course of action.	4. Management of visual resources on BLM-administered lands would continue under the present course of action.		
VI	SITOR EXPERIENCE - RECREATI	ON		
1. Activities with interpretive/educational components would be encouraged and supported; companion trails would be established; and recreational uses, through directional and interpretive signage and brochures, would be encouraged. Access to the trail route or viewpoints would be developed.	Coordinated recreational development of the trail would not occur.	Recreational development of the trail would not be encouraged.		
2. An auto tour route as identified on Map 3A-G; accompanying interpretive materials designed to enhance education and visitor understanding would be provided.	2. An auto tour route would not be designated.	2. An auto tour route as identified on Map 3A-G; accompanying interpretive materials would be provided.		
3. Special/cultural events directly tied to trail significance would be promoted and supported.	3. Special events would only be encouraged by the International Heritage Center and others, subject to funding.	3. Special/cultural events that focus on resource protection would be promoted.		
VISITOR EXP	ERIENCE - INTERPRETATION AN	D EDUCATION		
1. New facilities such as visitor centers or museums developed by the private sector would be supported. New interpretive and educational programming would be encouraged; extant facilities and programming at high-potential historic sites and segments would be strengthened. Kiosks, trailheads, and trails to support recreation development would be encouraged.	1. Facilities and programs would only be encouraged by the International Heritage Center and others.	1. New facilities would not be encouraged. Existing facilities and a local/regional emphasis on content/history/culture would be improved. A broad protection and advocacy strategy through activities such as partnerships and media programs would be encouraged.		
2. A range of media such as tapes, maps, and oral histories would be developed; media at high-potential sites and segments would be coor-	2. Interpretive media would only be encouraged by the International Heritage Center and others.	2. A range of interpretive media would be developed to enhance visitor understanding offsite.		

COMPARISON OF ALTERNATIVES continued

Preferred Alternative	Alternative A	Alternative B	
VISITOR EXPERIENCE - INTERPRETATION AND EDUCATION continued			
dinated and integrated. A bi-national approach to interpretation would be taken.			
3. Hands -on activities directly tied to trail-related resources at high-potential sites and segments would be emphasized and supported; responsible recreation on public lands and respect for private land ownership would be emphasized and supported. Educational packages that align with TX and NM standards would be developed. A website that centralizes educational resources around the trail would be developed. Opportunities to engage communities along El Camino Real in cultural education and interpretation would be encouraged such as the following: Habitat Chat among sister communities along NHT using interactive media, history, culture, science, and math with hands-on museum activities. The pursuit of grants to write and publish local history documents along the trail would be encouraged.	3. Educational programs would be encouraged by the International Heritage Center and others.	3. Resources, stewardship, and offsite interpretation would be emphasized. Visitors would be encouraged to visit off-trail facilities to lessen impact; such as auto, bus, or train tour programs. Use of a wide variety of media (including oral histories) would be encouraged.	

ENVIRONMENTAL CONSEQUENCES

This draft environmental impact statement is programmatic, and addresses El Camino Real de Tierra Adentro NHT management. It considers impacts to the visitor experience along the trail; impacts to cultural resources associated with the trail, including landscapes and ethnography; impacts to natural resources and threatened and endangered species; and socioeconomic impacts in terms of landownership and visitor use. More detailed environmental analysis for specific trail projects will follow in appropriate environmental documents. The following table provides a summary of the impacts under each alternative.

COMPARISON OF IMPACTS			
Impact Topic	Preferred Alternative	Alternative A	Alternative B
North American Indians	The impacts from both Alternatives B and the Preferred would have a neutral or positive impact upon the North American Indian tribes associated with El Camino Real. There would be no evident social or cultural impact upon the tribes. During implementation of the Preferred Alternative additional consultation with affected North American Indian tribes would likely lead to positive impacts by providing them with the opportunity to present their stories from the tribal point of view in exhibits and documents. North American Indian tribes that participate in the voluntary certification of sites and segments would be eligible for technical assistance and challenge costshare monies for preservation, interpretive exhibits, and signage. Where developments take place (roadside pull-outs and interpretive wayside exhibits as proposed in the Preferred Alternative), a site-specific analysis would take place to ensure that historic resources are not disturbed, or if resources will be impacted, mitigation measures would take place in consultation with the tribes.	A continued lack of public awareness and appreciation could result in increased potential for inadvertent destruction of trail resources.	The impacts from both the Preferred and Alternatives B would have a neutral or positive impact upon the North American Indian tribes associated with El Camino Real. There would be no evident social or cultural impact upon the tribes. During implementation of the Preferred Alternative, additional consultation with affected North American Indian tribes would likely lead to positive impacts by providing them with the opportunity to present their stories from the tribal point of view in exhibits and documents. Tribes that participate in the voluntary certification of sites and segments would be eligible for technical assistance and challenge cost-share monies for preservation, interpretive exhibits, and signage.

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Impact Topic	Preferred Alternative	Alternative A	Alternative B
Archeological/ Historical Resources	Use of partnerships (site stewardship) and educational efforts would mitigate the potential for inadvertent destruction of trail resources. Proactive management of high-potential historic sites and segments would maintain the physical integrity of the resources.	A lack of public awareness and appreciation could result in increased potential for inadvertent destruction of trail resources.	Use of partnerships (site stewardship) and educational efforts, and would mitigate the potential for inadvertent destruction of trail resources. Proactive management of high-potential historic sites and segments would maintain the physical integrity of the resources.
Energy and Minerals	New leases within a designated Visual Resource Management (VRM) Class II area would include a stipulation requiring conformance to Class II objectives. Restrictions on lease development could result in an operator not drilling at the most geologically desirable location or during the most desirable time period. If the operator is not able or willing to conform to the restrictions, drilling could be precluded.	New leasing, lease development, and contracts would be subject to existing management plans and site-specific environmental assessments.	Same as Alternative A
	The issuance of new mineral material contracts would be at the discretion of the BLM, provided that the mining conformed to the management objectives of VRM Class II, or BLM could eliminate the visual intrusion entirely by reclaiming the site after the expiration of any outstanding contracts. Discontinuing the issuance of mineral material contracts could force those desiring to obtain the materials to go to another less desirable or more expensive source.	Mineral material contracts would continue to be managed under existing terms and conditions and management plans.	Same as Alternative A
	A VRM Class II designation would not affect the status of existing mining claims, approved plans, or notices for operations or prohibit future prospecting and mining claim location under the Mining Law. New surface-disturbing activities could be affected by the VRM Class II designation.	Prospecting and mining claim location would continue to be allowed in areas open under the Mining Law.	Same as Alternative A

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Impact Topic	Preferred Alternative	Alternative A	Alternative B
Livestock - grazing	New range improvements within the Jornada del Muerto section of the trail proposed for VRM Class II guidelines would have to meet the new classification standard. Large construction projects could be restricted, although no range improvement projects have been identified in these areas.	Livestock-grazing would continue to be administered under existing terms and conditions and management plans.	Same as Alternative A
	Increasing visitor use of and publicity regarding the trail could lead to vandalism of rangeland improvements, and could lead to a greater number of visitors seeking assistance from ranchers for directions or search and rescue.	Since visitor use associated with the trail is expected to slightly increase as a result of on-going initiatives, there could be increases in vandalism of range- land improvements and the number of visitors seeking assis- tance from ranchers for direc- tions or search and rescue.	Same as Alternative A
Land and Realty Uses	Additional visitors to the designated sites would increase traffic in the area and could cause some impacts to existing rights-of-way. Land -use prescriptions for visual resource protection could inhibit or restrict some rights-of-way actions.	Additional visitors to the designated sites would increase traffic in the area and could cause some impacts to existing rights-of-way.	Same as Alternative A
Recreation/Visitor Experience/ Interpretation	Visitors would benefit from this opportunity to follow the approximate trail route and to visit related resources and interpretive facilities. Visitor use on BLM-administered lands could increase in Jornada del Muerto from 900 to 5,500 visits annually and at the Teypama site from 200 to 400 visits annually. Additional opportunities to experience the trail corridor through recreation on BLM-managed lands would increase visitor enjoyment of the NHT. The ability to drive or hike in the trail corridor, to receive interpretive messages on site, and to see trail-related cultural, natural, and landscape resources would be beneficial and would result in memorable experiences.	Visitors would not be offered experiences on El Camino Real de Tierra Adentro NHT. Some visitors would continue to be confused about the location and availability of visits to trail-related resources and sites. Other visitors, particularly those from out of state or other countries, would not be provided with trail orientation, information, and interpretation. Visitor use in Jornada del Muerto would not be expected to exceed 1,500 annual visits under this alternative, and use at the Teypama site would probably not change from existing levels of use.	Development of a coordinated interpretive and educational program emphasizing resource protection on the NHT would benefit visitors, increasing their awareness of resource values and threats. Visitors may be disappointed by the lack of a comprehensive, trail-wide interpretive and education overview, or by the relative inability to have experiences in the trail corridor. Levels of recreation use would be expected to be similar to those expected under Alternative A.

Impact Topic	Preferred Alternative	Alternative A	Alternative B
Recreation/Visitor Experience/ Interpretation continued	Certification of sites, segments, and interpretive facilities would benefit the visitor experience through the increased identification, interpretation, and use of trail-related resources. Standards of quality reaches through the certification process would contribute to the development of accurate and consistent media and programming, and would increase visitor enjoyment and understanding of the trail's history and significance.		Certification of sites, segments, and interpretive facilities would benefit the visitor experience through the increased indentification, interpretation, and use of trail-related resources. Standards of quality reached through thecertification process would contribute to the development of accurate and consistent media and programming, and would increase visitor enjoyment and understanding of the trail's history and significance.
	Developing, marking, and interpreting an auto-tour route would contribute to increased public awareness of the NHT. Visitors would benefit from this opportunity to follow the approximate trail route, and to visit related resources and interpretive facilities.		Developing, marking, and interpreting an auto-tour route would contribute to increased public awareness of the NHT. Visitors would benefit from this opportunity to follow the approximate trail route, and to visit related resources and interpretive facilities.
	Off-highway-vehicle opportunities on public lands could be restricted in the immediate vicinity of historic or cultural sites for resource protection.	Off-highway-vehicle opportunities on public lands could be restricted in the immediate vicinity of historic or cultural sites for resource protection	Off-highway-vehicle opportunities on public lands could be restricted in the immediate vicinity of historic or cultural sites for resource protection.
	Development of an interpretive plan would assist Camino Real Administration and partners to present a cohesive, integrated interpretive and educational program, and would result in public understanding and appreciation for the trail.	Interpretive services and products would not be provided.	Development of an interpretive plan would assist Camino Real Administration and partners in presenting a cohesive, integrated interpretive and educational program, and would result in increased public understanding and appreciation for the trail.
Scenery	The Mimbres and White Sands Resource Management Plans would be amended as follows to ensure that activities would be limited to those that would not attract attention, and the level of change to the characteristic landscape would be low in the Jornada del Muerto area: Amend 58,892 acres of existing VRM Class IV public land to VRM Class II along 7.6 miles of high-potential historic segments and near select high-potential historic sites; amend 7,533 acres	There would be no change in visual resource management classifications.	Same as Alternative A

Impact Topic	Preferred Alternative	Alternative A	Alternative B
Scenery continued	of VRM Class III public lands along 0.6 mile of high-potential historic trail segments and high-potential historic sites to VRM Class II. The Taos Resource Management Plan would also be amended as follows in the Santa Fe river canyon area: Assign VRM Class II to 998 acres of previously unassigned public lands within the foreground/ middle-ground viewshed, including 0.3 mile of high-potential historic trail segments and extending through the Santa Fe River Canyon.		
Socioeconomics/Social Values/ Environmental Justice	Economic improvements and additional service and hospitality-industry jobs generated by increased visits would enhance the economic stability of adjacent communities, especially those with higher rates of unemployment. Other benefits would include improved governmental services resulting from increased tax revenues, and avoidance of future social costs that might otherwise result from continued economic problems. Low-moderate-income families and individuals, at-risk youth, and the Hispanic and North American Indian communities may be expected to find new employment in the service sector. Proportionately, the greatest improvements can be expected in the poorer counties of New Mexico, and to a lesser extent in El Paso County and the Mexican "gateway communities."	The current "baseline" socioeconomic effects and benefits to the local and regional economy would continue.	Additional visitation would improve the viability of individual interpretive sites along the trail, primarily on nonfederal lands. This would contribute to the economic activity of the surrounding communities through increased visitor expenditures, to a lesser extent than under the Preferred Alternative.
Vegetation/Soils/ Noxious Weeds/Water	Damage to soils and vegetation would be minimal, and mitigated by proper design of trails and pullouts. The change in visual classification is not expected to be a barrier to vegetation-management activities on public lands. Soils would be disturbed on approximately 0.4 acre where the pullout parking areas are constructed and interpretive	Continuing the existing situation should result in little change in the vegetation, soil erosion, or introduction of noxious weeds near the trail.	Same as Alternative A.

Impact Topic	Preferred Alternative	Alternative A	Alternative B
Vegetation/Soils/ Noxious Weeds/Water continued	signs placed near the Upham Exit, the Paraje de San Diego, the Ojo de Perrillo/Point of Rocks, and the Yost Escarpment. An additional 0.5 acre would be disturbed if a companion trail were constructed. Due to the absence of potential habitat, there would be no impacts to threatened and endangered species.		
Wildlife	Disturbance to wildlife would be short-term during construction. Dispersed recreational activity within the planning area, such as camping, climbing, hiking, and biking, would result in site-specific, short-term negative impacts on the microbiological, small mammal, and avian components of the localized fauna. There would be no impacts to threatened and endangered species, since the project areas do not possess habitat required for listed species.	Continuation of the existing situation would not result in additional modification of wildlife habitat or disturbances to wildlife.	Same as Alternative A